

Manitoba Apprenticeship and Certification Board

Developing Strategic Directions for 2011/2012 Discussion Guide for stakeholder engagement

SUBMISSIONS DUE: December 10, 2010

Introduction

On April 1, 2010, the *Apprenticeship and Certification Act* was proclaimed to allow the Apprenticeship and Certification Board (herein “Board”) to better plan apprenticeship training and certification in Manitoba. Section 4 of the new legislation requires the Board to prepare an annual strategic plan based on consultations with stakeholders. This discussion guide has been designed to provide stakeholders with background information and lay out the areas that the Board is considering for 2011-2012. It also outlines the process for stakeholders to provide feedback to the Board.

Background

The apprenticeship training and certification system in Manitoba has been enhanced as a response to changing economic demands, increased need for skilled labour and increased need for opportunities for young people in Manitoba. The starting point for enhancing the apprenticeship training and certification system was the Government of Manitoba’s 2007 commitment to increase capacity by creating 4,000 new apprenticeship seats over four years.

To assist in meeting this important goal, the Apprenticeship Futures Commission (herein “AFC”) was convened with the mandate to hold broad consultations with stakeholders in late 2007 and issue recommendations in March 2008. A total of 23 recommendations, which range from modifying the structure and framework of the system; increasing awareness of apprenticeship through a large-scale marketing campaign; training and skills development; and, responding to the needs of the Manitoba labour market, were outlined. All 23 recommendations were accepted by the Government of Manitoba.

A vast majority of the recommendations have been fully or partially implemented to date thanks in large part to the new legislation. Passage of new legislation, *The Apprenticeship and Certification Act*, was undertaken by the Government of Manitoba to support many of these 23 recommendations including the provision to enhance the governance role of the Board to coordinate a relevant, accessible and responsive apprenticeship training and certification system in Manitoba. This will be achieved through the strategic planning process, emphasis on greater outreach and consultation. The legislation also provides a clear educational mandate to Apprenticeship Manitoba in addition to many other important changes.

Apprenticeship Manitoba is responsible for implementing apprenticeship training and certification for over 50 trades. For its part, Apprenticeship Manitoba has initiated a service transformation strategy to reform its systems and processes with the goal of improving service delivery to clients. In addition, it has been working closely with the Department of Labour and Immigration to facilitate the delegation of enforcement of apprenticeship regulations for the mechanical compulsory trades as per section 32 of *The Apprenticeship and Certification Act*. Final details of this delegation will be announced when available.

Apprenticeship Manitoba is also working to build defined pathways between apprenticeship and other post-secondary programs. For example, Apprenticeship Manitoba is providing support for Certificate of Qualification holders to receive advanced standing in the applied degree offered at Red River College in Construction Management and the Bachelor of Science degree offered at University College of the North. In addition, Apprenticeship Manitoba is creating a pathway for attaining a full level 1 through the High School Apprenticeship Program.

These enhancements undertaken by the Board, Apprenticeship Manitoba and the Government of Manitoba take place against the backdrop of the work of the Canadian Council of Directors of Apprenticeship (herein "CCDA"). The CCDA is an inter-jurisdictional partnership of provincial/territorial directors of apprenticeship and Human Resources and Skills Development Canada representatives. Its goal is to develop a skilled labour force and promote labour mobility through apprenticeship. To date, the CCDA has initiated a multi-year research plan to better understand the challenges and opportunities facing apprenticeship. Additionally the Occupational Performance Standards is a Red Seal initiative to determine the use of multiple forms of assessment against industry standards rather than sole reliance on the use of a multiple-choice exam. The Board will review this initiative in 2010 to allow for more robust dialogue and determine how it may inform the Board's discussions related to AFC recommendation #10.

Consultation Process:

With a focus on making further enhancements to the apprenticeship training and certification system, the Board is committed to gathering feedback in order to develop the strategic direction for 2011-2012. Some face to face meetings will be held in addition to soliciting written responses from a diverse array of stakeholders. This consultation process will help to ensure that the final plan meets the needs of stakeholders and industry while also outlining and prioritizing goals for the Board and Apprenticeship Manitoba. **Your feedback on these areas, and areas not listed here, will be vital for the Board to plan the future of the apprenticeship training and certification system in Manitoba.** Comments received during this consultation will be collated and the draft strategic plan will be prepared with consideration of the feedback received. The Board will then submit the final document along with all comments received, to the Minister of Entrepreneurship, Training and Trade for final approval.

Accomplishments to date

Given the passage of the new legislation, 2010 is effectively a transitional year for the Board meaning that it will use this time to prepare a strategic plan for the 2011-2012 fiscal year. While in transition, the Board, working in partnership with Apprenticeship Manitoba has undertaken a number of important initiatives including:

- designation of the following as trades with standards:
 - Marine and Outdoor Power Equipment Technician (registered September 14, 2009)
 - Gas Turbine Repair and Overhaul Technician (registered July 14, 2009); and Construction Craft Worker (registered July 23, 2010) designation of the following trades in principle:
 - Crane Operator – Power Generation & Transmission;
 - Gasfitter;
 - Oil Rig Technician;
 - Residential Heating, Ventilation & Air Conditioning
 - Water & Wastewater Operator;
 - Sloped Pitched Roofer; and
 - Pre-engineered Building Erector.
- amending the Apprenticeship and Trades Qualifications — General Regulation provision from “Senior Years Apprenticeship Program” to “High School Apprenticeship Program” to reduce confusion and make the connection to high school students more apparent.
- examining options to increase accountability for the accreditation of technical (i.e. in-school) training institutions.
- continuing support for the E-Apprenticeship Alternate Delivery Development Initiative (here in “EADDI”) project to support AFC recommendation #11. EADDI is an inter-provincial collaboration between Apprenticeship Manitoba and Saskatchewan Apprenticeship and Trade Certification Commission that is designed to provide on-line training to apprentices with the goal of increasing technical training capacity.

Areas for focus in 2011-2012

The Board is soliciting feedback on the following subject areas under consideration for Fiscal Year 2011-2012. Please submit a written response regarding the topics you believe the Board should pursue and why, and comment as to whether you believe the Board should pursue any additional topics not listed below.

1. Clarification of Board processes: Currently, the Board has a number of processes that could be clarified and made more transparent. For example, *The Apprenticeship and Certification Act* (section 10(5)) requires the establishment of a Nominating Standing Committee to “establish and maintain a list of potential candidates for appointment to Provincial Advisory Committees (PAC) and other committees established by the board.” Through this new Standing Committee the Board has an opportunity to develop a more transparent process for how PACs are selected. This would address concerns identified in the AFC recommendation #1.

The Board is interested in hearing your thoughts as to whether it should invest time and resources identifying which processes should be clarified. If you agree, the Board would appreciate feedback as to which processes you believe should be clarified.

2. Review of regulations: The Board is interested in conducting a comprehensive review of all the trade regulations to update and harmonize them in terms of language and structure (i.e. form), but not the content. Such a review would produce more streamlined and comprehensible regulations and thus make interpretation easier. In addition, with the proclamation of *The Apprenticeship and Certification Act*, the Board is interested in reviewing and revising the Apprenticeship and Trades Qualifications — General Regulation to ensure it is consistent with new legislation.

This is one area that could be pursued, but it is looking for your feedback as to whether it should produce more streamlined trade regulations.

3. Updating program standards: The Program Standards Standing Committee has established a draft work plan (below and in no particular order) for the timely review of technical training standards and regulations. This involved identifying which trades need updating in terms of the technical training standards or regulations and prioritizing them.

TECHNICAL TRAINING DEVELOPMENT

Trades identified for technical training development:

1. Gasfitter – (new)
2. Water & Waste Water Operator (new)
3. Refrigeration and Air Conditioning Mechanic (update)
4. Residential Heating, Ventilation and Air Conditioning (update)
5. Motor Vehicle Mechanic (to increase hybrid vehicle technical training only) (update)
6. Motor Vehicle Body Repairer/Painter
7. Steamfitter/Pipefitter
8. Plumber (update)
9. Cook (update)
10. Transport Trailer (update)
11. Pre-Engineered Building Erector (new)

Potential trades currently being explored for program development

1. Powerline Technician
2. Sloped Pitched Roofer

REGULATORY DEVELOPMENT

Trades identified for regulatory development:

1. Steel Fabricator
2. Boilermaker
3. Ironworker
4. Power Electrician
5. Motor Vehicle Body Repairer
6. Instrument Mechanic
7. Glazier
8. Cook
9. Bricklayer
10. Pre-Engineered Building Erector
11. Refrigeration and Air Conditioning Mechanic
12. Aircraft Maintenance Journeyman
13. Water and Wastewater Operator

The Board would like to receive feedback as to which training standards and/or regulations require updating and the prioritization of that work. The Board would also like to solicit feedback on the emerging importance of the “green economy” on the skilled trades and whether standards should be reviewed to incorporate things like sustainable work practices (i.e. Leadership in Energy and Environmental Design (LEED) in construction) and alternative fuel technologies (i.e. hybrid electric engines in the motor power trades).

4. Exploring pilot projects for the sequencing of technical and practical training elements of an apprenticeship: The Board, consistent with AFC recommendation #9, is interested in exploring different sequencing for its apprentices to allow for a different type of training that the traditional experience and delivery model. Apprenticeship is interested in working with industry to explore alternatives to the traditional model.

Recently Apprenticeship Manitoba and Standard Aero collaborated to create the training model for Gas Turbine Overhaul Repair Technician (GTROT). The current program delivers L1 and L2 technical training back-to-back. Level 1 technical training is 12 weeks and is delivered by RRC. Level 2 is 16 weeks and is delivered by Standard Aero.

Examining the sequencing of practical and technical training requires your input as to whether this is an important area for the Board to focus its energy on in 2011-2012.

5. Review designation of new trades: The Board may review the possibility of designation of Early Childhood Educator, Rail Car Technician, Aircraft Maintenance Journeyperson – Avionics, and several IT occupations under the apprenticeship training and certification system. Further to the reference in #3, the Board is also interested in supporting the green economy through possible designation of new trades (i.e. geo-thermal technician).

The Board would be pleased to hear your thoughts as to whether the designation of new trades is an area that should be pursued.

6. Increasing participation of under represented groups: AFC recommendation #16 notes there is need to develop strategies to increase the participation of traditionally under represented groups in apprenticeship which include:
 - Women
 - Persons with disabilities
 - Aboriginal people
 - New Canadians

To date, the Board has made some progress on this recommendation. For example, it approved a pilot project in October 2010 to de-construct the curriculum to 7-hour blocks to allow new Canadians to complete technical training only for those tasks that they require more theoretical exposure to.

To further increase participation of these groups, the Board is interested in utilizing other advisory structures as the Board may now establish additional advisory committees under the *Apprenticeship and Certification Act*.

The Board is interested in receiving your input on how the representation of women, persons with disabilities, Aboriginal people and new Canadians can be increased in the apprenticeship training and certification system.

7. Continuing with exploration of MAP/OPS: These CCDA initiatives could involve the further expansion and integration of the Multiple Assessment Pathways (MAP)/Occupational Performance Standards (OPS) project. MAP is an alternative assessment of skills and competencies that is being piloted across Canada. The MAP system provides an alternative to the current means of certification (multiple-choice written examinations), and is intended to improve the success of trades qualifiers in achieving certification. Under MAP, competence is defined as a combination of an individual's knowledge, skills, and attributes, and is assessed against industry-validated standards. OPS describe the standard of performance, or competency, expected of a person at work. OPS are made up of many individual units of competency, each of which describe a major role or task and the associated skills and knowledge required to complete that task in the workplace.

A trial of the assessment system in a pilot program for the Cook trade has been run in B.C. and the CCDA is interested in testing its application in other jurisdictions. Based on the success of the B.C. Cook pilot, the CCDA initiated a second pilot to develop OPS and multiple forms of assessment for the Heavy Duty Equipment Technician (HDET) trade. These assessment systems will need to be validated by CCDA member jurisdictions which would allow Manitoba the opportunity to pilot these trades. This can be then be applied to the broader discussion underway at CCDA to strengthen the current Red Seal Program into a framework that supports, among other things, multiple forms of assessment against a common standard.

Your feedback is needed to guide the Board as to whether it should continue to explore these CCDA initiatives for the apprenticeship training and certification system in Manitoba.

8. A greater focus/priority on youth apprenticeship: The High School Apprenticeship Program (HSAP) is designed to facilitate early entry into the trades and build awareness and interest through the option of practical, paid on-the-job work experience in the skilled trades to high school youth. Through consultation and recommendations arising out of the AFC Final Report (March 2008) and HSAP Evaluation Review (March 2008), a number of observations and recommendations were put forward to increase youth and employer engagement in HSAP, and the post-secondary apprenticeship training and certification system. The Apprenticeship and Certification Board and Apprenticeship Manitoba have been working to implement these recommendations and have accomplished the following to date:

- Effective January 1, 2010, the Government of Manitoba introduced a financial incentive for HSAP participants who transition into full time post-secondary apprenticeship training following their high school studies. This incentive is designed to encourage youth to pursue careers in the skilled trades while reinforcing and rewarding student participation in the HSAP program.
- Students are able to apply their hours of on-the-job training towards their level 1 apprenticeship training program in any given designated trade in Manitoba;
- For every 220 hours of practical training up to a maximum of 880 hours obtained as a HSAP apprentice, eligible apprentices will receive a tuition exemption for one level of technical training to a maximum of four levels; and
- The Department of Entrepreneurship, Training and Trade has recently approved funding for additional HSAP Coordinator positions at the school division level across Manitoba. These coordinators act as information resources for students and teachers involved in the program as well as promote the program within schools and in the community.

The Board needs your input on why focusing on youth apprenticeship is important and what steps are needed to encourage more youth to take up apprenticeship.

9. Awareness and Engagement

As part of the AFC process, a survey of the participants was conducted. An important finding revealed that almost 70% of respondents disagreed with the statement that the apprenticeship training and certification system was easily understood by Manitobans. A marketing and promotional campaign was initiated by Apprenticeship Manitoba in response to the multiple recommendations by the AFC to increase promotion and awareness of apprenticeship in the province. This marketing campaign ended in March 2010 and included advertisements on TV, radio, transit shelters, billboards, print and web advertising, and Facebook. Independent of the marketing campaign, the Apprenticeship Endowment Fund was approved by the Board in early 2010 to generate an annual bursary for current apprentices with financial need.

The Board is interested in hearing your thoughts as to whether it should continue to build off the marketing campaign to further promote apprenticeship in two key areas:

- **GENERAL AWARENESS:** This may involve raising awareness amongst Manitobans of the key players, structure and process of the apprenticeship training and certification system (for example, what is the first step to becoming an apprentice? How does one find an employer willing to take on an apprentice?)
- **EMPLOYER ENGAGEMENT:** This may involve promoting the benefits of apprenticeship to current employers and to employers who do not currently register apprentices. The Apprenticeship Futures Commission consultations revealed that some employers hire journeypersons but are not engaged in training apprentices. Recommendation #13 of the AFC recognizes that the success of the apprenticeship program was contingent on increased employer participation; therefore further consultation with employers is essential.

In Summary:

The apprenticeship training and certification system has been enhanced in recent years and the Board is looking to your input as to how the system can be further enhanced to the benefit of all Manitobans. Your feedback on these nine areas, and areas that are not listed in this discussion guide, is critical to the success of developing a strategic plan for 2011-2012 for the Minister's review and approval.

Please provide your ***written response*** (note, email, fax and mail submissions will be accepted) by December 10, 2010 to the Board at the following contact information:

Written submissions may be directed to:

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The Board thanks you in advance for reviewing this guide, and looks forward to your comments and ideas.